

Edmonds

A Five Year General Development Plan
for the City of Ypsilanti, Michigan,
prepared as part of Michigan Project
M-285

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ABSTRACT: The Ypsilanti Five Year General Development Plan represents the culmination of a five year comprehensive program. The Plan draws on a variety of survey, analysis and design studies (identified in the Appendix of this document) and proposals for guiding urban development in the Ypsilanti area. The Plan deals specifically with Land Use, Transportation, Community Facilities and Visual Character. Each of these segments is discussed both in terms of the Ypsilanti urban area and as a part of the larger metropolitan system. Finally, policy proposals are formulated for encouraging varied development so as to meet the demand of a variety of living styles. The Plan responds to the desire to preserve the existing character of some portions of the City. At the same time it is recognized that some areas will change and that this change must be encouraged and guided so as to be harmonious with the rest of the community. The General Development Plan presents a comprehensive set of proposals which are intended to guide future growth, but are not intended to be fixed or static. The most important function of the Five Year Plan is to focus attention on priority and the staging sequence of concept execution. Specific discussion of projects is included for that purpose.

5 YEAR PLAN
1970-1975

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A GENERAL DEVELOPMENT PLAN FOR 1975

This document represents a companion to the General Development Plan for 1990 dated May 1970. However, it has an additional supplementary role. The basic intent of the 20 Year Plan was to establish the planning and development objectives and suggest the conceptual approaches to accomplish those objectives. By its nature the longer time frame leaves ample flex on when planned developments will occur. This document, with the 5 year constraint deliberately focuses on the staging and sequence of plan execution. Specific projects and target areas of concern are discussed in an attempt to establish a generalized priority scheme. This document will then provide the primary basis upon which to identify and program short and long range capital improvements. It also will relate directly to priorities for administrative programs and thus to general fund operations. In addition it hopefully reflects the aspirations and goals of citizens as they look to the future improvement of Ypsilanti.

The comprehensive inventories and analyses, underway since 1965, which formed the data base for the long range plan produced these general conclusions on Ypsilanti's state of affairs:

1. The growth potential during the next two decades is very favorable. Most of the growth will occur despite attempts to resist or channel it elsewhere.
2. Many facilities now barely adequate will need upgrading to cope with increased demand for goods and services from both the public and private sectors.
3. Many opportunities attend the growth projection. One very significant opportunity is to restore the central and aging portions of the city,

particularly the central business district.

These and many other conclusions led to a number of specific recommendations contained in later sections of this document. In general they can be summarized in these categorical suggestions:

1. Land development must be controlled to achieve the concepts so existing ordinances, codes and regulations must be evaluated to determine whether they can accomplish the planning objectives. Where necessary they must be revised or new control devices developed.
2. Once a good set of control devices is secured programs of intensive and systematic code enforcement must be conceived, staffed adequately and supported by citizens to be truly effective. All of this action is a necessary prerequisite before future planning efforts can be successful.
3. Some specific areas have been identified where more detailed plans or designs or policy studies are needed.
4. Capital improvement needs must be identified and programmed systemically to achieve maximum impact of scarce public resources for plan execution. The capital budget is a critical acknowledgement of articulated priority ranking.
5. Administrative and legislative action programs must be initiated to improve intergovernmental cooperation on both minor and major governmental functions and projects.

This Five Year Plan is intended as a working document which will serve as a beginning point for formulation of future programs that will

help the community capitalize upon its many positive features and opportunities.

LAND USE ELEMENT OF FIVE YEAR PLAN

This section will proceed first into a few general statements on land use system policy and comments on probable development patterns within the 5 year time frame by category of land use. Next, specific priority neighborhoods will be identified with brief discussion of policy and strategy implications for pursuing the 20 Year Plan. Finally the ramifications of these proposals and concepts to future planning action will be enumerated.

The land use system as designed in the 20 Year Plan establishes harmonious balance and cohesive interrelationships with public facilities, visual character objectives and transport systems. In the interim five year time frame this same delicate balance must be pursued. Other elements of this Five Year Plan are based upon a general 1975 population projected at 90,600 in the planning area. That projection is not a quantification of the five year growth in any given portion of the planning area except for a 33,800 population projected for 1975 within the corporate limits. Growth may be distributed unevenly during these 5 years due to differential utility service availability. It is anticipated that earliest urban development will be in the corridor between Ann Arbor and Ypsilanti south from the river to I-94 and also south of the new interchange along Whittaker Road. The potential imbalance or discontinuous urbanization is to be avoided if at all possible since it skyrockets the unit cost of incremental improvements to public facilities often leaving a less satisfactory ultimate product as well. To avoid such erratic patterns implies coordinated zoning, subdivision and utilities extension policies among the several governmental units

Within the corporate area a large proportion of the city is aging and will encounter a threshold of instability and decline. This problem requires different treatment than in the peripheral undeveloped areas. Zoning changes and systematic code enforcement must be employed in carefully timed tandem to avoid "blight by pronouncement" and to offer incentives for maintenance of property and private redevelopment initiative. Major residential redevelopment within five years will consist mostly of apartment and townhouse residences in the Eastern Michigan University vicinity and will be related to the Huron/Hamilton spine, the Eastern Michigan University west campus, and north of the river near the LeForge/Clark intersection.

Land designation and acquisition is a priority item for recreation use within five years. Development and acquisition is detailed in the Community Facilities section. Two locations should take precedence; the Thall property and the contiguous bluff, and the west bank of Ford Lake. These are critical because they are the only large river frontage remaining undeveloped. Land along both sides of Fleming Creek and a parcel southeast of the Detroit Edison station are also important and should be acquired within 5 years. Smaller community-scale sites should be acquired or public access secured and might be developed early to act as a safety valve until large sites are developed.

Land needed for the historical, civic and governmental complex development should be delineated and related parcels secured by 1975. Likewise, for the main fire station expansion and the branch station land should be secured if not acquired. The Council might employ the Mapped Improvements Act as a secondary approach to ensure future availability if funds are not

sufficient for early acquisition.

Commercial growth has continued at a brisk pace in the planning area at a time when all other construction has slowed to a stand still. It promises to continue and hopefully can be channeled more positively. The nucleus of several nodes now exist and within five years seven or eight new nodes will emerge. These threaten to erode the prominence of the Central Business District which would cause a net loss of tax base if any scale or type of business activities are allowed to locate in these nodes or if allowed to scatter at random. Whereas the primary obstacle to execution of a plan for recreation and institutional land use is acquisition of sites for public facilities, this consideration is not the predominant factor when implementing the commercial land use plan. More crucial is a reasonable guideline consisting of articulated zoning policy, development control regulations, and a clear objective all of which will protect existing commercial development to avoid undermining the tax base and will encourage viable future business patterns. This guide or plan then provides a framework for governmental initiative in specific projects, or policy support or joint ventures with the business community in order to implement the concepts. Therefore, the most urgent action required to implement the 20 Year Plan with respect to commercial land use is to evaluate existing zoning patterns and policies and the type of controls established by the ordinances and revise them where necessary. That action should be completed within the 1970-71 fiscal year. Also of critical importance are the capital improvements suggested in the Johnson, Johnson and Roy Plan for the Central Business District which will be discussed in the second portion of this section. Much of the reason the Central Business District projects

are critical in this Five Year Plan priority rating stems from the likelihood that new shopping centers will emerge by then and further erode the Central Business District property values. The gateway commercial area (2 parcels) being planned in conjunction with the Amendatory Urban Renewal Plan is not regarded as a threat to the Central Business District because of its specialized Transportation System and regional traveler orientation.

2 Perhaps only in the Arbor Manor Subdivision and the Railroad Street areas will industrial development occur within the City Limits by itself. The other patterns suggested will require governmental assistance and leadership to execute the concepts. For example, The Motor Wheel area expansion will not happen unless precedence through zoning is given to industrial use. The timetable for that action is difficult to anticipate since the corporate needs tend to fluctuate according to national automobile market forces. Similarly flood control and general revitalization measures must be employed to accelerate the Water Street area and River Street area redevelopment. Probably no set of forces will precipitate urgency to act within five years any stronger than if the revenue base is not diversified to supplement the property tax. Industries desire the municipal services but cannot afford to ignore the opportunity cost of locating in outlying raw land with concomitantly lower tax rates. With a new classification of industrial use by operational characteristics the plan can only be implemented after zoning classifications and patterns are evaluated and revised to pursue the plan objectives regarding industry. Other land development control devices are needed to ensure screening, buffering and improved site design. In the downtown vicinity more industrial beautification is needed to achieve

visual character objectives.

Analyses and the search for solutions to land use problems have been carried staff into more depth in several neighborhoods and the following are regarded as having priority needs:

1. Central Business District.
2. Campus area commercial center on West Cross Street.
3. Transitional residential area north of Michigan, west of river, east of Summit Street and the main campus, south of Huron River Drive.
4. Residential area east of River Street and north of mainline tracks and west of Miles and Prospect south of Forest Avenue.
5. South of Michigan Avenue within the Huron/Hamilton spine.
6. South of Michigan Avenue between the river and the Ford Plant spurline.
7. East of the river, west of mainline tracks between Michigan and Cross including "Depot Town".

Studies conducted during the Inventory and Analysis phase of this comprehensive planning program revealed that the Central Business District deserved high priority for immediate detailed planning and capital improvement action primarily because of the imminent threat of shopping center development. It was evident that whatever was done downtown must fit within the overall plan framework or risk a costly mistake and it was also apparent that the Planning Department was not staffed to do both simultaneously. While staff was detailing the 20 Year Plan design, the business community mobilized around the Downtown Redevelopment Division of the Chamber of Commerce and engaged a design consultant Johnson, Johnson, and Roy of Ann Arbor to prepare a central business district plan in cooperation with the city-wide planning program. Fortunately the close cooperation

enabled the Senior Planner to be assigned from the Planning Department to provide planning input to the consultant and together the central business district plan/^{was} formulated within the context of the Five Year General Development Plan. Consequently, a series of three action programs have been identified and staged. These are immediate (1-2 years), Phase II (3-8 years) and Phase III (9-20 years). Within this 5 Year Plan context, the planning emphasis should be directed toward:

1. Broadening the mix of commercial uses and distributing them to achieve intense clusters of complementary activities.
2. Creation of safe, comfortable, attractive and clearly identified pedestrian circulation systems interconnecting businesses, parking facilities and civic facilities.
3. Expansion of parking capacity in better locations and modification of the parking operational concept to stabilize the fiscal posture and to reduce the nuisance impact of parking meters and tickets.
4. Restoration of an attractive prominent physical image through the renovation of private property, beautification of public property and the creation of a prominent social and cultural focal point downtown.

Specifically, these projects were proposed by the Johnson, Johnson and Roy Central Business District Plan dated May 1970 for the central business district:

Stage I - Immediate Action (1-2 years)

- A. Plant street trees in conjunction with widening of Huron and Hamilton Streets.
- B. Undertake buffering of all public parking lots:
 1. Ferris Street Lot: wall on south edge, planting on east.

2. Huron Street Lot: Planting of east edge. *no grass - trees gravel & evergreens,*
 3. Adams Street Lot: planting of west edge. *How much area?*
 - C. Acquire Goodwill and Westfall properties, demolish Goodwill building and develop long term and short term parking with landscape buffering.
 - D. Develop access to Adams Street lot from Pearl Street.
 - E. Begin to acquire property behind Library for future parking. *Library expansion?*
 - F. "Pinch down" Washington Street (Ferris to Pearl) and Michigan Avenue (Adams to Huron) by extending the sidewalk into the parking lane at the corners and midblock points to create landscaped pedestrian crossing points. *Like Ann Arbor? Trees planted in ground, not planters.*
 - G. Close the alley south of the Food Mart on Washington Street, develop as a pedestrian walkway.
 - H. Seek redevelopment of the Greystone Hotel site with a pedestrian arcade at ground level giving access between Michigan Avenue and the Adams Street lot. *?*
 - I. Develop the small park east of the Library into a pedestrian walkway.
 - J. Acquire and demolish building east of the Casa Nova restaurant at the Michigan Avenue bridge. *no! Keep as open space park!*
 - K. Develop better pedestrian access from Riverside parking lot to Michigan Avenue. *tear down Riverside?*
 - ✓ L. Integrate new Elderly Citizens High Rise into Riverside Park scene. *How? Who pays?* *
 - ✓ M. Demolish Court House and Teen Center, construct new 14th District Court House north of Elderly Citizens High Rise. *How much frontage & how deep?* *
 - ✓ N. Develop Historical Park around present City Hall, Ross House, carriage house. *What about other houses on street - historic district?*
- State II (3-5 years)
- A. Close Washington Street to traffic between Ferris and Pearl; construct

pedestrian mall.

- B. Convert Adams Street to 2-way traffic between Ferris and Washtenaw.
- C. Remove remaining parking on Michigan Avenue, extend sidewalk for pedestrian seating areas, planting, etc.
- D. Extend Goodwill parking lot into Harris property, develop new entry through the Westfall property to Washington Street.
- ✓ E. Demolish buildings behind Library and develop into long term/short term parking and service, with pedestrianway connection to Washington Street through old warehouse site.
- F. Upgrade Ferris Street to form south edge of Central Business District core.
- G. Continue street tree planting along Pearl, Adams, Ferris Streets.
- H. Encourage development of new major retailer on site of present Adams Street Parking lot. *Why not where Shuystone is?*
- I. Develop west alley between Huron Street lot and Pearl Street into pedestrian way.
- J. Acquire and demolish service stations at Michigan and Ballard, develop *use this money for Huron St area.* into Entry Park emphasizing arrival into Central Business District.
- ✓ K. Acquire and demolish Moose Lodge and bar, extend Riverside Park to Michigan Avenue.
- ✗ L. *why not use historic buildings on Huron as city offices?* Construct new City Hall north of Court House with setback for park area. *(on Huron St)*
- * M. Acquire and demolish car wash and residence south of St. Luke's Church; *For what use?* construct new civic building with Old Town Square in front.
- ✓ N. Develop new access road between Michigan Avenue and Cross Street to divide Riverside Park from the government and civic functions along Huron Street; develop parking to serve government and civic buildings.

*no more parking in park!
Should be kept as an undeveloped park
quiet & scenic area.*

at Walter's? Hessemer warehouse?

0. Acquire and demolish buildings in flood plain along east bank of Huron River south of Michigan Avenue.

Option: An extremely desirable alternative if conditions were to change during this stage would be the relocation of Pearl Street approximately one half block further north. The optimum route would be just north of the expanded Huron Motor Inn on the Huron Street end, then through the Westfall property south of Ypsilanti Savings and on west through residential properties to Hamilton Street.

Pray! Would run what's left of Huron Historic area!

not! The gain would be to include within the Central Business District core the Huron Motor Inn, stores along Washington Street, and the Goodwill parking. Rather than being increasingly closed off by the barrier of Pearl Street and its increasing traffic, these functions would be integrated into the pedestrian-oriented core to the mutual benefit of customers and owners. An additional gain would be the greater distance between Michigan Avenue and Pearl Street for maneuvering into the left turn lane.

A second priority area is the campus commercial center on West Cross Street. This is a rather unique area because its future, both immediate and longer range, is so very positive. It is now awakening to the fantastic market growth directly resultant from spiraling university enrollment. Because of its great potential it deserves immediate attention. The greatest need is for a design policy study to include probably all that land from Huron Street west to the Water Tower between the north Cross Street frontage and Washtenaw Avenue. Such a study would incorporate consideration on the traffic movement to and from major streets and parking areas, zoning needs, timing of redevelopment and structural character. The 20 Year Plan identified several general land use concepts pertaining to this area:

*What about developing dysat
town for college use?*

1. Deeper commercial development than just Cross Street frontage and exposure to Washtenaw Avenue are needed.
2. Market demand would appear to justify within 5-12 years a campus commercial node approximately 15 acres in size generally within the triangle bounded by Cross, Washtenaw and Ballard.
3. The grid street pattern reduces the land modules to less than an optimum size and selected street vacations might be explored to restructure land modules and circulation patterns.
4. Strip commercial frontage on the north side of Cross Street and on both sides of Cross east of Ballard should be discontinued in order to reduce safety hazards, improve the business center intensity and provide an incentive for redevelopment of deteriorating structures.

Another target area, the transitional residential area north of Michigan Avenue, west of the river, east of Summit Street and the main campus, south of Huron River Drive, poses a different set of dynamics. Age, structural condition and a use pattern of conversion of large homes to multiple residences (i.e. apartments, rooming houses or frat houses) produces a high propensity to accelerate deterioration. The area is too extensive and will remain economically viable for too long a time to be redeveloped completely. Therefore, the primary planning emphasis should be toward conservation and property maintenance. This requires systematic code enforcement and an in-depth evaluation of whether our codes and the Zoning Ordinance accomplishes what is needed for rational current use, property value stabilization and long term objectives. The density proposed for this area (14-30 dwelling units per acre) will accommodate 2-3 story walk-up and garden apartments as well as conversion of large old homes to multiple residences.

A fourth target area, also residential, lies east of River Street, north of the mainline tracks, and west of Miles and Prospect up to Forest Avenue. This area has fewer mixed uses but is on the brink of fast deterioration and needs conservation and rehabilitation emphasis. The density proposed, 5-13 dwelling units per acre allows continuation of existing uses and slightly more intense use of some parcels which are considerably underutilized. Townhouses would be an appropriate solution for this area. Systematic code enforcement and official encouragement to rehabilitate homes are the most important needs. *yes!*

South of the central business district within the Huron/Hamilton corridor is an area influenced by three forces. The interchange will exert commercial development pressure on the south end of the corridor which should be contained south of Harriet Street except for a convenience node immediately west of Hamilton. From Catherine Street north toward Ferris are delightful residences, many of which have historic and architectural character. This area probably merits designation as an historic preservation district with official encouragement to restore and conserve homes. Conversion to apartments seems to be extensive and could be done without conflicting on historic character objectives. The density proposed is 14-30 dwelling units per acre which relates most directly to the portion from Catherine south to Harriet. There, large parcels of land are underutilized, several being vacant as with very small dilapidated houses and is ripe for extensive re-development into apartments, and townhouses. *Not a word about N. Huron!*
what about private residences?

A sixth area which warrants immediate attention is the module south of Michigan Avenue, west of the Ford Plant spurline to the river, an industrial and mixed commercial area. The proposed River Street extension

and bridge will precipitate a badly needed parcel restructuring and re-orientation of access from Michigan to the new street. Non-manufacturing (which incorporates quasi-commercial activities) and light-manufacturing are the patterns proposed to intensify use and clean up of the area. A strip park developed along with a flood control dike along Water Street is also proposed. The most immediate need is to adopt a strong policy statement on uses in this area, initiate flood control action and perhaps intervene directly by development of the Operational Service Center within 5 years. Systematic code enforcement is critical here.

The final target area is more complex containing more different activities and lies east of the river, west of the railroad tracks, and between Cross Street and Michigan Avenue including "Depot Town". The scattered residences should be phased out. Selected street vacations should be explored upon request to restructure the land modules. Rezoning should be initiated in the very near future to comprehensively establish no industry added to Depot town or demolition the use pattern identified in the 20 Year Plan. Additional development control devices are needed for buffering and screening and should be formulated immediately.

River street between Cross & Michigan must be maintained as a historic District continuation from Huron St (including depot town). Cornwell House, Octagon House, church, several York Rowal Houses could become offices & better apartments. The few private home owners should be encouraged to keep up their homes! This area looks across river to park & city Hall - someday a foot bridge across river to park would connect historic districts! Area behind Cornwell House becomes park!

THOROUGHFARE ELEMENT OF THE FIVE YEAR PLAN

The thoroughfare section of the 20-Year plan for the City of Ypsilanti, Michigan proposes a complete and comprehensive roadway system designed to serve the expected 1990 needs. It is obvious that such a system cannot be constructed in one fell swoop, and that some elements of it are more important than others. It is the purpose of the 5-Year Plan to identify those elements of the 20-Year Plan which are necessary to the interim functioning of the system as well as essential steps toward the completion of the over-all system.

Due to the short horizon time of the 5-Year Plan and the limited resources available, it is necessary to concentrate on the most important functional elements in the system -- the arterials. Six major lines of the arterial system have been identified as requiring development or upgrading by 1975. They will be discussed individually below.

I. HURON RIVER DRIVE

Huron River Drive will become a segment of a major connector between Ann Arbor and Ypsilanti. The Michigan Department of State Highways is presently considering this routing for the M-17 corridor. Whether or not the State routing comes about, the importance of Huron River Drive to the Ann Arbor-Ypsilanti network justifies its being improved.

By 1975, Huron River Drive should be significantly improved from Huron Street west as far as Clark Road. This segment should be developed as a 4-lane parkway and scenic route. Vehicular access to this roadway should be limited to secondary roads as much as possible and the road should be designed for moderate speeds.

During the design phase of this project, particular attention should be given to the design of the intersections with LeForge Road and with Clark and Hewitt extended in order to assure safe and smooth traffic movements.

2. WASHTENAW AVENUE

Washtenaw Avenue must be developed to serve as an arterial connector between Ann Arbor and Ypsilanti. However, it should not be considered as the primary link between the two cities. The existing commercial development along the road will limit capacity, and when alternate routes are developed, the importance of Washtenaw as a major traffic carrier should be deemphasized.

By 1975, Washtenaw Avenue, between Cross Street and Carpenter Road should have been widened to provide 4 driving lanes and a 5th lane for turning movements. Future access to this arterial should be limited as much as possible.

In the same time period, the portion of Washtenaw Between Cross Street and Huron Street should have been developed as a 3-lane, one-way east, roadway with parking removed.

3. CROSS STREET

Cross Street must be developed as an alternate arterial route from Ann Arbor to Ypsilanti. It will connect with Ann Arbor's Packard Road penetrator at Carpenter Road. From Carpenter Road to Washtenaw, Cross Street should be widened to 4 driving lanes with left turn lanes where needed. This is presently being done by the Washtenaw County Road Commission

on the portion of Cross Street that is outside of the City Limits. Within the City, the street should be widened to 5 lanes with boulevard treatment where possible by 1975. This can be done without acquisition of additional right-of-way if on-street parking is removed. *Depot town?*

From Washtenaw to Huron, Cross Street should function as a one-way arterial going west, which pairs with the Washtenaw one-way east segment. Three driving lanes should be provided and on-street parking should be eliminated to allow safer traffic movements. It is also probable that a new 4 lane bridge will be required on Cross Street over the Huron River by 1975 though traffic assignments to the system are at present incomplete.

4. HURON-HAMILTON/LOWELL ONE-WAY PAIR:

When the Huron Street interchange with I-94 is completed, the importance of this one-way pair as the central spine of the city will increase. Huron Street should be developed as a one-way north bound arterial with three full driving lanes. The segment of Huron from I-94 to Michigan should be completed by the end of 1970. The next segment, from Michigan to Cross should be completed in 1971. The final segment, from Cross to Huron River Drive (including connections with LeForge Road and Lowell Street) should be completed by 1975.

Careful of trees & Museum's curb & sidewalk

The Hamilton/Lowell segment of this system should be developed as a one-way south bound arterial with three driving lanes. The segment of this roadway from I-94 to Michigan (including realignment near Monroe) should be completed by the end of 1970. The second segment, from Michigan Avenue to Cross Street should be opened in 1971. The remaining segment, from Cross Street to Huron River Drive should be completed by 1975. The final segment

must include acquisition of right-of-way and construction of the connection between Lowell and Hamilton. Lowell Street will continue south as a three lane one-way arterial from its connection with Huron River Drive.

5. THE ECORSE, MAUS, FACTORY, SPRING, HARRIET BYPASS

The Ecorse, Maus, Factory, Spring, Harriet Street Bypass is to become the south-eastern access route for I-94 thru the City. It will also function as a transport route for the industrial areas in the south part of the City. The route is thus extremely important to the overall thoroughfares system.

By 1975 this route should be completed from a new connection with Ecorse Road to the Hamilton Street side of the central one-way pair. This roadway should be widened to provide 4 driving lanes with a left turn lane provided at intersections.

The development of this arterial will require widening of Maus in order to provide a smooth connection with recently reconstructed Factory Street.

A new realigned 4 lane bridge carrying Factory Street over the Huron River will be required connecting to Spring Street on the west end of the bridge. Spring must also be widened to 4 lanes. The final segment is Harriet Street which, when widened to 4 lanes, will connect the route to both Huron and Hamilton Streets. This project must be completed by 1975.

6. LEFORGE ROAD

The 1990 Plan proposes that LeForge Road be developed as an arterial

roadway going north from Huron River Drive, and providing access to the rapidly developing residential area in Superior Township. By 1975 it will be necessary to have the first segment of this arterial completed. This 5 Year segment should provide a 4 lane roadway from Huron River Drive to Clark Road.

Two items are of particular importance on this segment. The first is the construction of a new 4-lane bridge over the Huron River. It, too, should be completed by 1975. Whether or not this bridge should also span the railroad tracks is contingent on engineering design studies.

The second item is the connection with Huron River Drive and Lowell Street. This intersection must be carefully designed and completed by 1975 to insure continuity of the thoroughfare system.

The items described above then include the top priority arterial roadway segments which must be completed within the coming five years. For reference a summary table is provided below.

Thoroughfare Summary Table

Roadways

1. Huron River Drive:

Huron Street to Clark Road.

2. Washtenaw Avenue:

Huron Street to Carpenter Road.

3. Cross Street:

Huron Street to Carpenter Road.

4. Huron-Hamilton/Lowell one-way Pair:

I-94 to Huron River Drive

5. Ecorse, Maus, Factory, Spring, Harriet

Hamilton to Ecorse Road.

6. LeForge Road: Huron River Drive to Clark Road.

Bridges

- A. Factory Street Bridge
- B. LeForge Road Bridge *Muhlen Ave, before this*
- C. Cross Street Bridge

These thoroughfare elements must be developed by 1975 in order to establish the basic framework of the total system. The continuous and orderly development of additional elements which will be needed to serve the ever growing urban area, depends on the completion of the elements included in the 5 Year Plan by 1975.

The development of a systematic approach to the upgrading and continued maintenance and improvement of other more local and minor streets must also be a priority item in the next 5 years, so that proper capital budgeting can be developed and implemented to ensure adequate care for and replacement of existing facilities.

COMMUNITY FACILITIES ELEMENT OF FIVE YEAR PLAN

In order to assure the provision of community facilities as proposed in the 20 Year Plan, certain initial steps must be taken. It is the propose of the 5 year plan to outline these initial actions and develop avenues for reaching the long range objectives.

The Community Facilities element of the Five Year Plan will follow basically the same format as in the Twenty Year Plan. However rather than elaborating on long range needs, the emphasis will be on more immediately needed actions.

A. Primary and Secondary Education Facilities

The stated objectives of developing school and recreation facilities as combined activity centers required, as a first step, mutual agreement between the Board of Education and the City and Township Governments. This agreement, must include two aspects: First, there must be a willingness to approach the provision of these facilities as a joint endeavor, and second, there must be agreement on a mechanism for joint financing. Since new school facilities, with the exception of the conversion of the existing high school, are outside the City, City government may not play a direct role in these cooperative arrangements. Such arrangements will however be very important for the townships and should be encouraged. While these interactions are developing and/or after agreement has been reached, land must be purchased and buildings constructed in order to provide educational facilities needed by 1975, and as intermediate steps towards meeting the long range needs. By 1975 a population of 90,600 people is expected in the planning area. Corresponding to this will be enrollments of

7,000 elementary school students,

3,500 middle school students and 3,300 high school students. To meet these needs, the following facilities program must be carried out.

1. From the present elementary school capacity of 4,060 students, two schools (Begole and Central) should be phased out as no longer needed.

This will reduce the capacity to 3,760 students. To this must be added six (6) new elementary schools of an average capacity of 550 students, providing a total capacity of 7,060 students.

Of these, one is presently under construction in the Willow Village area and Ardis elementary school is under construction at Ellsworth and Hewitt Roads. The remaining 4 will be located on the west and near north sides of the City in locations detailed in the 20 Year Plan with appropriate site sizes and configurations for school park complexes as detailed in the 20 Year Plan.

2. The present Middle school capacity (which includes half of the Willow Run Junior High School capacity) totals 1,900 students. The planned conversion of the existing high school to a Middle School will provide an additional 1,200 student capacity. The remaining need will be met by construction of a new middle school just south of the planning area, which will provide capacity for 500 students within the area. The total middle school capacity will be 3,600 students.

3. The existing Ypsilanti High School (capacity 1375) and half of the Willow Run High School contains a total capacity of 1925 students.

* The existing Ypsilanti High school is to be phased out and replaced with a new facility with a 2500 student capacity which will open in 1973. This will yield a total capacity of 3050 students, slightly below

the expected enrollment. The deficit is approximately 10% of the capacity of a new high school facility and will not warrant construction at this time. Additional facilities must, however, be in the planning stage.

4. To facilitate the continuous expansion of school facilities as the population grows, it is necessary that land for school sites be obtained some time in advance of the actual need. This eliminates construction delays due to land acquisition, allows better selection of potential sites, and allows purchase at lower cost. By 1975, the Ypsilanti School District should have purchased (aside from the sites for new schools discussed above) sites for two elementary schools south of the expressway, at 12 acres each and the land for the large complex of elementary, middle and high school combined with recreation space, located on LeForge Road between Geddes and Clark Roads, a total of 150 acres. As described above, it is desirable to have had agreements worked out for joint financing of these purchases.

The purchase of seven elementary school sites, the construction of five elementary schools, and the purchase of the land for a major school complex will require a sizable capital outlay. Even when offset by the sale of the Begole property--Central School, and part of the LeForge-Clark property, some \$5 million will be required--and this just through 1975. It is clear that plans for obtaining sufficient revenues must have top immediate priority.

A word must be said about the location of the school district's administrative offices and special educational facilities. In the five year period being considered here it is expected that the administrative offices

will remain in their present building. The alternative is to have moved into Central School instead of selling it when it was phased out, but that site is prime high density residential land and will most likely be sold. By 1975, plans for moving into expanded office facilities (perhaps Woodruff School or St. Johns School) should be well under way.

The Special Education facilities will probably be located throughout the city as space is available and the need dictates. It is probable that some administrative facilities will be concentrated in the Breakey House on the south-west school complex.

B. COLLEGES AND UNIVERSITIES

The colleges and Universities in the area will not be making any major developmental changes prior to 1975 which are not presently well under way. Eastern Michigan University will be expanding with its increasing enrollment, to fill land already acquired. Development of the West campus facilities will be substantially under way. The enrollment is expected to be in the neighborhood of 23,000 students.

Washtenaw Community College will be completely housed on the new campus on Huron River Drive. The buildings recently under construction will be completed and the college should be functioning smoothly. Increasing enrollment may require that additional buildings be under construction. It is important that major roadways leading to the campus be developed to handle the increasing traffic loads.

Cleary College should appear in 1975 as it does today. Its recently completed classroom expansion will be sufficient for the expected enrollment. Development of College owned vacant land (north-west of the present site) is not anticipated within this time period.

C. Public Recreation Facilities and Open Space

The Twenty Year Plan proposes an over-all open space and recreation concept. This concept includes the following principle items: Expansion and continued development of existing facilities, acquisition and development of recreation facilities along the Huron River, acquisition and development of a major educational-recreational complex north of the city, acquisition and development of major recreation space adjacent to Ford Lake, and the joint development of recreation facilities on proposed school sites.

As described above under Public Education facilities, it seems reasonable to strive for agreement with the School District on the joint development of combined educational-recreational facilities. The Joint Ypsilanti Recreation Organization (JYRO) is an existing co-operative venture including Ypsilanti City and Ypsilanti Township. JYRO's major objective is the development of the recreational potential of Ford Lake.

The Twenty Year Plan described recreation needs in terms of neighborhood recreation facilities and community recreation facilities. Using the National Recreation Association standards of 2.5 acres of neighborhood recreation space and 5.25 acres of community recreation space per 1,000 population, the expected 1975 population of 90,600 will require 226.5 acres of neighborhood recreation land and 475.6 acres of community recreation space. To meet the need, the following should be undertaken within the next five years.

1. Neighborhood Recreation Facilities. The area presently contains 86.7 acres of neighborhood recreation space. The following proposals are

necessary to meet the 1975 requirements.

A. Acquire and Develop Neighborhood Recreation

Facilities on the twelve acre

sites of the six proposed new

elementary schools.

72.0 acres

B. Develop the two neighborhood

recreation areas in the Willow

Village area.

22.0 acres

C. Acquire and develop neighborhood

recreation facilities as part of

the major educational-recreational

complex north of the City.

50.0 acres

Total new neighborhood

Recreation space

144.0 acres

Total neighborhood

recreation space pro-

vided by 1975.

230.7 acres

2. Community Recreation Facilities. 181.1 acres of community

recreation space are presently provided in the planning area.

This type of recreation space generally must be purchased in large

parcels although not all of it would need to be developed. In general

this land should be purchased as early as possible and held in re-

serve for future development. This is particularly true of land along

the Huron River. Three major land acquisition and development projects

should be underway by 1975.

a) Acquisition and development of
community recreation facilities
as part of the major educational-
recreational complex north of the
city. 100.0 acres

b) Acquisition and development of a
major recreational space adjacent
to Ford Lake--probably through
JYRO. 180.0 acres

c) Acquisition and development of as
much recreational land along the
Huron River as possible. Minimum
development of 40 acres is recom-
mended. 40.0 acres

Total new Community Recreation
space 320.0 acres

Total community recreation space
provided by 1975 501.1 acres

The acquisition and development of a total of 464.0 acres of
recreation space is recommended by 1975. The magnitude of this develop-
ment is due to the need to remedy existing deficiencies as well as meet
the needs of a growing population. Discovering means of financing these
projects should receive high priority from all governmental units involved.

D. Government and Cultural Buildings

The development of the Historical and Governmental complex, as pro-
posed in the Twenty Year Plan, should be substantially along by 1975. The

4 only piece of new construction proposed during the next five years is the new ^(on Huron) District Court facility which should be under way as soon as a design for the total complex is worked out. The construction of the new court facility will necessitate the demolition of the present structure and the provision of temporary facilities during the construction period. By 1975 the new facility should be occupied and fully functional.

The Historical complex, obviously composed of existing buildings, should be substantially completed. The Ross House, which is presently undergoing extensive restoration, should be functioning as the Ypsilanti Historical Museum. The building behind the Ross House may have been demolished at this time but it is not critical to the development of the complex. It should, however, be razed shortly after 1975. *It provides good income for city or museum.*

The City Office functions should still be located in the Quirk Mansion, in fact it is quite possible that they will have expanded into the third floor of the structure. The exterior of the building should have been restored as part of the historical complex. The carriage house behind the Quirk Mansion should no longer house the Parks and Forestry Department and should be restored and used as meeting room, or ancillary spaces for the Historical Complex. The grounds around it should be cleaned and landscaped.

By 1975, plans for a new City Hall should be well underway and the remaining private land at the south-east corner of Huron and Cross Streets should have been acquired. Building should, of course, be designed as a major element in the total government-historic complex which can serve as a symbolic center for the Ypsilanti Community.

F. Library Facilities

In 1975, the main library functions will probably still be housed in the present structure. The emphasis of development during this five year period will be on: 1) expanding the book collection to a size adequate for the service population (which at present includes Ypsilanti Township) 2) attempting to reach a cooperative agreement with Superior Township, 3) the leasing, stocking, and staffing of two branch library facilities, and the continued use of bookmobile services in newly developed areas.

The book collection should be expanded nearly to the capacity of the system. The main facility can handle 100,000 volumes and the two branches should contain 50,000 each. This total of 200,000 volumes is less than a standard (3 volumes per person) if both townships are included giving a population of 90,600 people. However, it must be recognized that the library system is expanding to serve a larger service area, and cannot do this instantaneously.

The concentration on developing two leased branch facilities will allow the capacity of the system to be substantially expanded with minimum capital outlay. These branch facilities should be located in shopping centers surrounding the city. The first priority location should be in the Gault Village shopping center which will serve the developed portion of Ypsilanti Township. The second location depends on whether or not a cooperative agreement is reached with Superior Township. If such an agreement is reached, the second branch should be located in the Willow Village area, probably in the Sunrise Shopping Center.

There is one major alternative to the Five Year proposals outlined above. That is that if it becomes possible to obtain expanded main library

facilities in the immediate future, and that the opportunity would disappear, if not acted on. If this were to happen, the expanded collection would be housed in the main facility and no more than one, if any, branch facilities should be established. The outlying areas would be served by an expanded bookmobile program.

If a new main facility is not obtained by 1975, and the first line of development is followed, plans for obtaining an expanded main facility shortly after 1975 should be well underway. If there are no unusual opportunity costs, such as missing out on a desirable main library facility, the branch library program is the most desirable. In both the short and long run it will provide more service to more people.

F. Fire Fighting Facilities

Providing adequate fire protection for a growing community is a critical problem. By 1975 the Ypsilanti area will have a population of approximately 90,000 people, and will require substantial investment in fire protection facilities. Within the City, two major projects must be undertaken. First, a small substation (either mobile or housed in a small structure) must be provided in the south-west section of town to provide quick response and containment until more equipment from the main station can arrive.

Secondly, the site of the existing main station should be expanded to Huron Street. This is desirable now but ^{Fire} is necessary for the construction of a new station on that site shortly after 1975. In addition new control devices should be installed so that Cross Street traffic can be stopped when the trucks are leaving the station, and streets blocked by railroad trains can be located so that alternate routes can be selected before leaving the fire station. *What happens to old fire station? !!*

Outside of the City, at least one, and preferable two, new stations should be built by 1975. Top priority should be given to the proposed LeForge Street Station which is already needed to provide coverage to the new multiple family residential development. Access to this area from the existing station is hindered by having a single direct route that is often blocked by railroad trains.

The next station to be provided is the proposed facility at Hewitt Road and Clark Road. This station will cover Eastern Michigan University's West campus, Washtenaw Community College and the expected residential development between. If it turns out to be not feasible to construct this facility by 1975, the land should be acquired, and all planning and design completed so that construction can take place very shortly after 1975.

Finally, in addition to constructing the proposed facilities, the sites for the remaining fire stations should be acquired so that they can be readily built when needed.

The proposed concept of fire protection services depends heavily on the working out of cooperative assistance agreements between fire fighting jurisdictions. If these agreements cannot be reached, and every effort must be made to encourage them, then a completely different and less efficient scheme must be worked out for each jurisdiction.

G. Police Protection Facilities

Little change is expected in the police facility prior to 1975. The existing station building is capable of handling the increase in manpower (up to 51 men) required at that time. However, acquisition of adjacent land for expansion of the site should be well underway as well as planning for the expansion of the station to twice its size. This

expansion should occur very shortly after 1975.

Efforts should be made to secure complete cooperation and communications between the Ypsilanti Police Department, the Ann Arbor Police Department and the Washtenaw County Sheriff's Department. As the community grows and development and associated police problems transcend political boundaries, this cooperation will be more and more critical to effective police functioning.

As a final comment, it should be noted that the Michigan State Police Post, presently located in the City on East Michigan Avenue, will be relocated to a new facility near the intersection of I-94 and US 23. This move will probably take place by 1972. The move will not, however, affect the quality or quantity of local police service. *What happens to old station?*

H. The Operations Center

The proposed Operations Center should be fairly well established by 1975. A site of 5-10 acres should have been acquired and structures for housing at least the Department of Public Works operations should be provided. The Parks and Forestry Departments and the Traffic Safety Department should be operating temporarily out of the former DPW facility. Shortly after 1975, these two functions will be incorporated in the new Operations Center and the existing DPW facility should be sold.

I. Medical and Health Care Facilities

Little can be stated about the development of medical and health care facilities during the five year period ending in 1975. The new Beyer Memorial Hospital will have been completely occupied and the old building will be undergoing transformation into related health and social service facilities. Local services, both City and County, should be beginning to locate in the area adjacent to the Hospital as the nucleus of

the Health care complex. To the extent possible, private clinics and offices should be encouraged to locate in that area also.

No more public housing in the area! Single families in Ward 5 should be encouraged to continue R-1.

What will happen to Gilbert House?

VISUAL CHARACTER OF THE FIVE YEAR PLAN

It has been asserted in the 1990 General Development Plan that visual character is an important factor in the over-all planning of a community. This is no less true in the short run future to which the Five Year Plan is directed. The Five Year Plan is intended to indicate the first steps necessary to ensuring the success of the long range strategies. The present discussion of visual character will necessarily parallel the visual character element of the General Development Plan.

The visual image of Ypsilanti cannot be described as a unified style or a single type. This is neither bad nor unnatural. In part this variety represents the City's heritage from its past as an agricultural community, as a luxury residential area, as an industrial center, as well as its present transition to an education oriented city. All of these periods left their mark in structures, streets, and personal attitudes.

Complementing this historical variety is the variety of people who reside in the community. Ranging from students to factory workers, from personal service employees to professionals, from clerical workers to professors, they all have different living needs and life styles. This, too, is reflected in the variety of community images seen throughout the area.

Visual character can best be discussed by treating two separate categories: Natural and man-made. The natural elements category includes such items as rivers, lakes, hills, valleys, etc. The other category man-made elements, includes buildings, roadways, neighborhoods, etc. The following pages will discuss these two categories in light of the Five Year time scale.

Natural Features

Natural features must be seen as potentials whose impact on the City's visual character depends on how man makes use of them. In the Ypsilanti area there are three primary natural features which should be incorporated into the City's visual imagery: The Huron River, Ford Lake, and the bluffs that form the river valley.

The Huron River

The Huron River has the potential of becoming a central unifying element for the Ypsilanti area. To accomplish this, and to make its amenities available to the entire population, the General Development Plan proposes a major open space plan which utilizes the river as a central element. As a first step towards this, the Five Year Plan proposal for community recreation facilities calls for the acquisition of as much land along the River as possible. While full development of this land for recreation purposes may not be completed in the five year period, the area should be cleaned up and made available to the residents as natural open space. This will add a very distinct new element to the already variegated character of the City.

Ford Lake

The Five Year Plan proposes that a major recreation area be acquired and developed at the north-west end of Ford Lake. This is an important first step in tapping the recreational and visual potential of the lake. In addition, development of the lake as a major visual element will require the provision of scenic roadways along its shores

with turnouts and small picnic areas. The lake can thus become a major feature of the Ypsilanti area.

Major bluffs

→ The bluffs which overlook the river and define the valley are the only major land forms in the area. They are already quite fully developed so, in the short run, there is little that the City can do to utilize their potential. The one exception is the development of the Government-Cultural complex on the bluff overlooking Riverside Park.

As described in the Community Facilities segment of this document, development of this complex will be fairly well along by the end of this five year period. The bluffs can be used to provide overviews of the valley as well as to provide dominant and dramatic settings for major public buildings.

Man-made Features

As described above, man-made elements include such things as residential neighborhoods, transportation routes and major building complexes. Each of these segments makes its own contribution to the city's character and has its own set of development needs. They will be discussed separately below.

Residential Areas

Residential development in the Ypsilanti area consists of a large number of different types, varying in age, type, style and density. This variety reflects the varying life styles and shelter needs of the population. Where the different components are usable and serve

a social purpose, they should be preserved and enhanced. Only where they have outlived their usefulness or have depreciated beyond redemption should they be removed from the city scape. Within the five year period which this document addresses, it cannot be ex-

pected that major changes in the residential character of Ypsilanti can be brought about. However, the groundwork for future changes can be laid.

In the older residential areas, some of which are undergoing conversion from single family to multiple family occupancy, the pressing need is for preservation and conservation. To accomplish this, careful enforcement of zoning and building codes is necessary. Critical in this regard is the prevention of severe deterioration and/or overcrowding. The Five Year Plan proposes just such surveillances as a means of preserving Ypsilanti's heritage and variety of residential accomodations.

The more recently developed residential areas pose a somewhat different and less severe problem. Since the structures are new, deterioration is not a problem. However, the planting of street trees should be encouraged to soften the visual impressions of the area. Conservation programs aimed at preserving and enhancing the quality of the areas are also important.

Finally, there are substantial areas in the community which will be developing for residential purposes in the near future. Complete and comprehensive subdivision controls should be prepared as soon as possible in order to insure that the quality of this future development is commensurate with the rest of the community.

In all areas the maintenance of public properties, streets, parks, etc. is extremely important in developing and preserving the residential character of the various neighborhoods. The City must constantly strive to insure superior maintenance of these areas throughout the City.

Major Roadways

In the five year period of this plan, there are four major roadways which should be given priority. All of these serve both as major elements in the community's thoroughfare system and as primary entrances to the community. These four roadways are: Cross Street from River Street to Carpenter Road, the Huron-Hamilton/Lowell one-way pair from I-94 to Huron River Drive, Huron River Drive from Huron Street to Clark Road, and LeForge Road from Huron River Drive to Clark Road.

1. Cross Street is a major entrance from the west and should be developed as a pleasant, shaded residential roadway. To this end, within the next five year period, street trees should be planted along the right-of-way, the planting strips should be landscaped, and the development of a landscaped median should be strongly encouraged where possible. Cross Street, as thus developed, will present an extremely favorable image to both residents and newcomers.
2. The Huron-Hamilton/Lowell one-way pair is an extremely important element of the community physical structure. Between this pair of thoroughfares is the "spine" of the city with development intensities varying from residential to highly concentrated commercial. The Transportation

element of the Five Year Plan proposes a schedule for widening and/or improving this set of streets and when this occurs it is logical that the visual character be enhanced also. In the Central Business area, the character of development is highly urban, but pedestrian areas, off-street plazas, and street trees in planters *No in ground* should be provided. In the residential areas, the need is for large street trees and landscaped planting strips. The character of the whole area should be that of a central area, yet softened by foliage and special modulation.

3. Huron River Drive, from Huron Street to Clark Road, is going to become a very important entrance to the city from the northwest. Its importance to the city's thoroughfare system gives it a high priority for development, and its location along the river gives it great potential for visual purposes. The roadway should be developed as a scenic, boulevarded parkway, well laced with street trees and with well landscaped planting strips. This work should be undertaken as soon as possible.
4. LeForge Road, from Huron River Drive to Clark Road, should be developed as a major entrance to the city from the north. The character of this roadway should be enhanced by planting street trees and landscaping the margins. This will create a soft, pleasant, well maintained introduction for the city beyond.
5. Washtenaw Avenue is an extremely important roadway in the Ypsilanti area. However, as an entrance to the city it leaves something to be desired. The proliferation of disorganized commercial development does not project a favorable image of the community. To improve this situation will require both long and short range actions. In the

short run, when the street is widened it should be curbed and guttered, adequately landscaped both within the right-of-way and on private property behind the right-of-way where possible, street trees should be saved where possible and new trees planted where needed. At the same time, the longer term measure of rezoning to prohibit the growth of the strip commercial developments should be undertaken. Even after adoption, zoning controls take time to be effective on an area which is already developed. In time, however, Washtenaw Avenue should become a neat, organized, tree-lined roadway which leads directly to the central area of the City.

* Important Buildings

There are five basic complexes of buildings which play an important role in the City's visual character. The Central Business District, the Eastern Michigan University campus, the Government and Cultural complex, the New Beyer Memorial Hospital, and the Washtenaw Community College campus all have their own contribution to the over-all image. They will be discussed in turn below. *what about Oyston & son?*

1. The Central Business District is an extremely important element in the total community character. It is perhaps the major focal point of the City. The Central Business District study being prepared by the Downtown Redevelopment Division of the Chamber of Commerce in cooperation with the Ypsilanti City Planning Department, proposes a schedule of improvements for the downtown area. Those proposals are included here by reference only. In general, the intent is to re-orient the area toward pedestrian activities. Roadways will be widened

but kept to the periphery of the area. Interior road rights-of-way are to be converted to pedestrian malls. Finally, street trees and landscaped areas will be provided to soften the views and add to the pedestrian scale.

2. The Eastern Michigan University campus is the largest complex of facilities (including residential, academic and athletic buildings) in the community. Its concentration and relatively high building profile make it a unique element in the city scape. At present the buildings are relatively new and somewhat stark. In time, as the campus matures, its character will be softened by the development of trees and plantings. While the City has little control of development on the campus, its scale and dominance should be taken into account when considering development in adjacent areas.

7 3. The Government-Cultural Complex proposed overlooking Riverside Park has the potential of becoming an important focal point for the community. It will combine both old and new elements of the City's character. Within the coming five years, two important actions should have taken place. First, the existing District Court Building and the Teen Center Building should have been demolished and a new District Court Building should have been completed. Secondly, the buildings comprising the Historical Complex should have been restored at least on the exterior. The Ross House should have been restored throughout and begun functioning as an Historical Museum but the City Hall should still be in the Quirk Mansion. This should fairly well form the proposed complex with only a new City Hall building to be added shortly beyond 1975.

4. The new Beyer Memorial Hospital will be fully functional in the early portion of the five year time period. The visual import of this structure is primarily as an imposing landmark which must be considered when designing other areas in the City.- particularly those in the southeast part of town.
5. The Washtenaw Community College campus will also be fully functional early in the coming five year period. The colleges brick and concrete buildings set in a large orchard create an extremely rural and restful environment. However, its relatively isolated location limits its impact on the image of the community as a whole.

The visual character of a community does not develop in as short a period of time as five years. The important thing in the short run is to recognize the variety of components which make up the City's character, to determine which should be changed, removed, or preserved, and to initiate actions aimed at accomplishing this. Where new development is applicable, its design should reflect the desired image. Other than that, the City should undertake steps aimed at establishing legal tools for preserving and encouraging the harmonious simultaneous development of the varied character elements.